

STRATH  
Reg. Cmtl

Coburn  
Mentor

125,000

# EDUCATION IN THE COMMUNITY

Report of education management consultancy;  
Ins. of Local Gov Studies (INLOGOV)

MARCH  
1989

## Consultants' Recommendations

### 1 THE CHALLENGE TO MANAGE CHANGE

- 1.1 The report indicates that the main challenge facing the department is to move from an over-emphasis on detailed administration to an active rôle in managing the service. A new style of leadership will be required to enable the service to work closely with parents and the community and to support elected members in promoting the council's social and economic strategy.
- 1.2 More specifically, the report identifies three main immediate management tasks facing the department. These may be summarised as being:
  - to clarify its values and policy purposes
  - to develop the processes of management
  - to design an appropriate organisation

### 2 CLARIFYING VALUES AND PURPOSES

- 2.1 Although the education department has a range of policy statements, it has no single document which sets out its fundamental aims and purposes so as to allow the coherent development of policy. It is, therefore, recommended the department produce a "statement of mission which clarifies its main values and purposes".
- 2.2 These main values, which should be discussed widely with parents, school boards and in community forums, are set out below in 3 categories.

#### Values of educational purpose

- 1 equality of opportunity
- 2 personal growth
- 3 equal opportunities in an anti-prejudice society
- 4 community education and development
- 5 citizenship

## Director's Proposals

### 1 THE CHALLENGE TO MANAGE CHANGE

- 1.1 It is agreed that there must be a shift in the balance between administrative tasks and positive management. It remains, of course, essential that the department should continue to give the highest priority to the delivery of an efficient service. Detailed operational management cannot, therefore, be neglected although much of it can, as the consultants recommend, be devolved from headquarters to divisions and individual institutions. Specific recommendations are made later in this paper.

- 1.2 The management tasks which have been identified are important and require early action. In some cases changes can be made administratively. Where possible, such changes have already been initiated. In other cases, council decisions will be required. It is hoped that this paper can provide the basis for such decisions. In other instances again, such as the proposals relating to non-teaching staff, changes can be made only in co-operation with other departments of the council.

### 2 CLARIFYING VALUES AND PURPOSES

- 2.1 An overall "statement of mission" requires to summarise succinctly what are generally understood to be the purposes of education. Many such statements have, of course, been produced by others. Any statement designed for the department of education, however, would require to convey the distinctive flavour of the regional council's own policies and, in particular, indicate the place of education within its social and economic strategies. Appendix 1 to this paper contains a draft statement, embracing the values set out in the consultants' report and relating these to the council's major objectives.
- 2.2 As the report states, it is essential not only to clarify the department's main aims and values but also to communicate them to parents, employees



## Consultants' Recommendations

### *Values of learning quality*

- 1 learner centred
- 2 breadth and balance
- 3 coherence and integration
- 4 relevance
- 5 active learning
- 6 continuity and progression
- 7 formative assessment

### *Values of educational management*

- 1 open management
- 2 communication, consultation and participation
- 3 partnership
- 4 efficiency and effectiveness
- 5 public accountability

The management task for education is summarised as being "to clarify its understanding of emergent values ... and communicate them clearly throughout the service as well as to parents and the community".

### 3 THE PROCESS OF STRATEGIC MANAGEMENT

Strategic management is about carrying policy objectives into practice in accordance with clear priorities. Clarity of purpose allows delegation of decision making to an appropriate level whereas lack of clarity leads to centralisation and lack of initiative.

A central aim must be the development of a process of strategic policy planning. This will require attention to be paid to the 8 aspects set out in the following sub-sections.

#### 3.1 A learning department

If the department is to manage change on behalf of young people and the community, it

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of the service and the broader community. Once a statement of mission has been approved, therefore, it is intended to distribute it as widely as possible. Discussion of the statement will figure in the department's staff development plans for all categories of staff.

It should be noted that the education committee has already approved a concise statement of overall curricular priorities which have been issued to all schools. Discussion of these priorities has figured extensively in staff development programmes. In the same way fundamental statements of the council's overall objectives, such as "Social Strategy for the 80s", have been continually discussed at meetings of senior staff and through the in-service training programme.

Steps have already been taken to increase personal contact with the public at senior officer level. This process will continue. However, the introduction of school boards will inevitably focus much public attention at this level. Accordingly, a major share of the task of communicating the department's purposes and values will fall upon head teachers. Head teachers have been made aware of this responsibility and, through the school board training programme, are being equipped to discharge it.

### 3 THE PROCESS OF STRATEGIC MANAGEMENT

#### 3.1 A learning department

Guidelines are being developed to assist staff in immediate contact with the public, eg counter staff in education offices. An appropriate programme of in-service training will be provided.

'Managing Progress', the authority's policy statement on the management of its schools, outlines how two-way communication can be established

## Consultants' Recommendations

must learn from those who will be affected. This will involve:-

- a) giving easy access, including access to buildings,
- b) encouraging staff to adopt an open attitude towards dealing with the public,
- c) improving communications.

Improving communication in turn implies giving appropriate attention to such matters as sensitivity and clarity in notices, letters and telephone style, establishing a welcoming atmosphere and taking steps to discover the needs and preferences of the community through surveys, listening to outreach staff and involving the public in understanding the work of the department. It is suggested that a "service day" should be instituted to review how procedures and practices are actually serving the public.

### 3.2 Capacity for research and information

The department requires access to good information on needs, key issues, the provision of services and performance.

It is essential to develop an integrated information service which will be a key part of the proposed policy planning branch. The work of the information service will include development of performance indicators. It will require to establish close ties with the research section of the chief executive's department. An appropriate investment will need to be made in new technology.

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with teachers. The policy will be extended and adapted to include other staff, such as those working in the community education, careers and psychological services. Greater integration of the services of the department (see later) will help such staff to influence policy. It should, however, be noted that school teachers are required to maintain close contact with a very broad cross-section of the community and their contribution to improving communication should not be under-estimated.

The public will become more directly involved through the working of school boards. The participation of elected members and department staff in the boards will assist communication. Steps have already been taken to inform staff, particularly head teachers, of the council's policy towards school boards and of their own rôle. The department will be fully involved in the training of parent and other elected members of boards.

### 3.2 Capacity for research and information

Steps are being taken to merge the existing research & intelligence section with the computer section which has developed the Strathclyde Education Establishment Management Information System (SEEMIS). It is intended that the new section should be concerned with the provision of management information on a broad basis. The section would require a genuine research capability and a budget to allow it to commission work from outside research agencies. A departmental library will be organised. The section will also be responsible for the maintenance and updating of key statistics. An officer group will produce detailed proposals by June 1989.



## Consultants' Recommendations

### 3.3 Policy analysis and budgeting

The value of the existing SEEMIS scheme is commended. This scheme will require to be further developed so as to establish policy budgeting as the financial expression of the authority's priorities.

### 3.4 Strategic choices and development planning

The department should prepare a development plan. This plan will be derived from plans drawn up by each sector. The plan will require to include -

- a) Guidelines which clarify and elaborate the key dimensions of policy to be implemented.
- b) Mechanisms for implementation which set out the procedures, operational systems, organisational arrangements and sources required.
- c) A programme for implementation which sets out the timing and the targets to be achieved.

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An officer group has been set up to work on performance indicators. It will build on work already undertaken eg through the 'Responsive College' programme. In addition discussions have taken place with the Centre for Educational Sociology with a view to mounting a joint research project on school performance in the region. The outcome of such a project would significantly affect the design of future performance indicators. It is intended that proposals for an initial set of general indicators should be completed by June 1990.

### 3.3 Policy analysis and budgeting

Strathclyde Education Establishment Management Information System (SEEMIS) will be integrated with the research and intelligence section. It has already been agreed to set up a pilot for Local Financial Management (LFM) of schools. It is considered that establishing an effective system for delegating substantial financial and administrative responsibility to individual establishments is the most important single task currently facing the department and this work will be given the highest priority. The experimental work already undertaken on policy budgeting gives cause for encouragement and may lead to a wider application of this approach. In view of the importance of good financial information it is suggested that responsibility for this work should continue to rest with the appropriate assistant director, at least until a new headquarters structure has been established. Detailed discussion will take place with the department of finance on this matter.

### 3.4 Strategic choices and development planning

It is accepted that the department should prepare a development plan in order to ensure the regular identification of key priorities with an indication of how these will be attained against specific timescales.

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### 3.5 Developing a culture which values staff and communications.

Staff must understand the aims of the department, believe they are valued and are being appropriately trained, and work as a team.

Attainment of these objectives depends upon:-

- a) establishing equal opportunities as a central priority in job advertisements, selection procedures and in staff development programmes,
- b) improving communications, for example through seminars, policy bulletins, a service newspaper and enabling managers to communicate personally as well as formally,
- c) team building, for example through the use of multi-disciplinary projects and the establishment of "action learning sets" (ie groups of managers).
- d) initiating a programme of staff development which includes induction and regular training and is based upon an appraisal scheme conceived as a positive process of personal development.

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### 3.5 Developing a culture which values staff and communications.

Discussions have already taken place with all senior staff on the future working ethos of the department. This message will be further relayed through normal communication channels such as meetings with heads of services, head teachers, principals and others. The report 'Sex Equality in the Education Service' deals with the issue of equal opportunities in the teaching profession. An equal opportunities team is in the process of being established to carry forward the recommendations of the report. At officer level papers are being prepared to extend this policy to other employees of the department.

The meetings of the senior management team have been transformed into a series of seminars on major topics. Similar seminars are also being offered to other key groups of staff such as heads of service, head teachers, principals and to the teachers' side of the JCC. Discussions will be initiated with the public relations department concerning the possible issue of policy bulletins and/or a service newspaper.

The existing structure of meetings of education officers will be developed in line with the recommendations concerning team building. The value of multi-disciplinary projects is noted.

Proposals have been prepared concerning staff development in the directorate. A working group will develop associated proposals for a formal scheme of appraisal. In the light of experience, these arrangements will be extended to other professional staff. This work will be undertaken in close consultation with the department of personnel services.



## Consultants' Recommendations

### 3.6 Performance review, quality assurance and public accountability in the search for excellence.

The department must monitor -

- learning achieved
- standards set for learning
- quality of services delivered
- impact of policy on practice
- satisfaction of parents and the community
- satisfaction of pupils and students
- use of resources

At present there is a lack of systematic evaluation in the department. It is, therefore, necessary to:-

- a) introduce a systematic and open approach to monitoring staff performance,
- b) encourage all managers to be concerned with quality control,
- c) implement a formal scheme of appraisal,
- d) facilitate self-evaluation in schools and colleges,
- e) consider setting up an inspectorate, and
- f) develop performance indicators for use both at departmental and individual institution levels.

Such an evaluation should be seen as central to the wider process of accountability to parents and the community.

### 3.7 Further development and use of SEEMIS

SEEMIS has an important rôle to play in developing a comprehensive and coherent approach to performance review.

## Director's Proposals

### 3.6 Performance review, quality assurance and public accountability in the search for excellence.

It is agreed that there is a need for much more systematic evaluation of the work of the department and of individual establishments. The first step will be the development of general performance indicators (see above).

Proposals have already been produced for facilitating self-evaluation in schools. Discussion and formal piloting of this scheme is being pursued through the teachers' JCC.

Proposals will be put before the education committee by June for the establishment of a small inspection unit on a pilot basis. It is not considered practical to staff this unit solely through the mechanism of extended secondments of experienced head teachers. Consideration is now being given to involving a substantial number of head teachers in institutional evaluations as part of a planned programme of senior staff development and management training. The inspection unit will, however, require the services of a limited number of permanent staff. It is proposed later in this paper that the inspection / audit function should be associated with the provision of management information in a "Quality Assurance Unit" which would be managed directly by a deputy director of education.

### 3.7 Further development and use of SEEMIS

The further development of SEEMIS is essential to local financial management and to the development of an appropriate information service. Proposals are made in section 3.2 above.

## Consultants' Recommendations

### 3.8 The cycle of strategic management

A formal cycle of strategic management is required. The cycle would provide the appropriate balance between responsiveness and control. It is suggested that a definite timescale for planning throughout the year should be established and observed.

## 4. DEVELOPING THE ORGANISATION

### 4.1 Designing the organisational framework

The current organisation suffers from:-

- a) the absence of strategic management,
- b) confused and over-elaborate bureaucracy, and
- c) a lack of local responsiveness

To remedy these defects it will be necessary to:-

- a) establish the function of strategic management at HQ,
- b) establish a tier of operational management at divisional level,
- c) clarify the relationship between HQ and divisions, and
- d) strengthen the area tier and the relationship between areas and institutions.

The first task is to establish the function of strategic management. Management tasks can be categorised as "strategic" or "operational".

#### Strategic

overall aims  
policy planning  
communications

#### Operational

policy implementation  
infra structure eg  
finance

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### 3.8 The cycle of strategic management

The model for promoting responsiveness and control through a system of strategic choice is accepted.

It is considered that an over-formal planning cycle may not be appropriate to a department responsible for 1,500 establishments of widely varying types. However, a budget planning cycle is already in operation and consideration is being given to which aspects of the proposed cycle can be most appropriately implemented at an early date.

## 4. DEVELOPING THE ORGANISATION

### 4.1 Designing the organisational framework

The analysis of existing strengths and weaknesses is generally accepted. It is agreed that it is essential to establish the function of strategic management at headquarters and that of operational management in divisions.

The general division between strategic and operational management is also accepted although in practice complete separation cannot be achieved. It is inevitable that ultimate responsibility for the functioning of the service will rest with the director of education (and the senior depute director) and this responsibility will extend to operational as well as strategic concerns. Furthermore, it is important that the task of policy planning should be informed by the practical considerations of operational management and the continuing involvement of divisional staff in policy formulation is, therefore, as the report acknowledges, essential.



## Consultants' Recommendations

staff development	property
quality control	supplies
corporate management	client support eg
member support	welfare
public accountability	attendance
	psychological service
	careers
	employee services eg
	recruitment
	training
	industrial relations
	institutional support eg
	school boards
	curriculum development
	advisory service
	in-services training

The following strategic management functions would then become the responsibility of headquarters:-

### i) Policy -

supporting the Committee in developing values, priorities and strategic objectives

developing regional policy guidelines

### ii) Strategic Planning -

producing the Education Development Plan

managing the annual cycle of planning

providing an information service

policy budgeting and capital programming

allocation of cost centred budgets

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### \*THE IMPLICATIONS OF THE MODEL PROPOSED BY THE CONSULTANTS\*

The attempt to achieve the clearest possible distinction between strategic and operational management lies at the heart of the INLOGOV proposals. The success of any future structure is entirely dependent upon the extent to which such a distinction can be made. If the proposed streamlined headquarters is to function as intended as a policy planning unit, it must be accepted that in all but the most exceptional circumstances, responsibility for operational management will rest at divisional level. The consultants' report clearly states that there should be no line management relationship between headquarters deputies and divisional education officers - divisions being accountable in management terms only to the director and senior deputy. For most practical purposes the decisions of divisional education officers working within regional policy will therefore be final. This implies not merely a greater level of responsibility and autonomy at divisional level but also greater scope for implementing policies in a manner which is sensitive to local needs and is therefore likely to vary across the region. The separation of operational and strategic management will clearly involve changes in the ways in which elected members, officers of the council and outside bodies communicate with the department. Such communication will increasingly take place through divisional staff. Unless all of these implications are fully accepted, a satisfactory distinction between operational and strategic management cannot be made and the proposed structure would not work. It is, therefore, essential that the department should be given a clear indication of whether or not the implications mentioned above are accepted. If they are not accepted, it will be necessary for INLOGOV to produce a radically different management structure from that proposed.



## Consultants' Recommendations

developing a capacity for paying specific grants

### iii) *Quality Assurance* -

monitoring policy implementation

reviewing educational performance

reviewing financial performance

promoting good practice

developing a central inspectorate

### iv) *Personnel* -

developing management systems

appraisal

managing staff development

### v) *Public Accountability* -

learning from the public

accounting to the public

public service

## 4.2 Divisions

The size and diversity of the region together with good management practice make it inadvisable for the operational management of the service to be centralised at headquarters. An intermediate tier is, therefore, required and this should involve adjustments to the existing divisional structure. Steps should be taken to respond to the acknowledged problem of managing Glasgow. The report recommended dividing an enlarged Glasgow division into 2 making the necessary adjustments to the boundaries of Lanark and Dunbarton. An alternative proposal is to reorganise the management structure of the existing Glasgow division.

The functions of the division would then be as follows:-

### i) *Policy Implementation*

identifying good practice

contributing to policy generation

preparing the divisional development plan

## Director's Proposals

The proposed division of functions between headquarters and divisions is broadly agreed. However, there are areas where greater clarity is needed, for example between the strategic function of planning staff development and the operational function of providing in-service courses and other developmental opportunities. The strategic function of headquarters regarding industrial relations is not sufficiently acknowledged and should form a major part of the remit of the deputy director with responsibility for personnel matters. A modified structure for headquarters with consequent amendments to the proposed remits is suggested later in this paper. The proposed pattern of remits is now being developed in detail and recommendations (including implications for staffing at all levels) will be formulated by June 1989.

## 4.2 Divisions

The case for divisions of equal size is not persuasive, particularly as no account is taken of the position of Argyll and Bute. At a time when local government as a whole is under considerable pressure and the future credibility of the education service will be carefully scrutinised by school boards, the diversion of administrative energies into a redrawing of divisional boundaries and consequent changes in channels of communication and administrative arrangements for individual establishments would be extremely ill-advised. In any event, as the report acknowledges, the strengthening of the institutional level may mean that divisions have no rôle beyond the medium-term. It is, therefore, suggested that no action be taken with regard to alteration of the divisional boundaries in the Glasgow area but that a major internal

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playing the principal rôle in ensuring effective implementation  
advising regarding the distribution of the budget

### ii) *Institutional Support -*

staffing, including industrial relations  
the advisory service

curriculum development

guidance

supporting teachers and head teachers in developing the quality of provision

providing staff development

monitoring quality

running the education resource service

clerking school boards

### iii) *Infrastructure -*

property, accommodation and supplies

### iv) *Client Support -*

admissions

recording

careers

welfare and attendance

suspensions

youth/adult

psychological service

### v) *Services to the Public -*

information and reporting

promoting the service to the public

complaints and queries

## Director's Proposals

review of support services in Glasgow division be undertaken to ensure the availability of a service responsive to the demands of the public and of elected members. It is proposed that the position be reviewed in the light of experience of increased devolution to institutions, perhaps after a period of two to three years.

The small size of the Argyll & Bute division creates something of an anomaly within the education department's structure. There may be a case for considering the position of Argyll and Bute division. It is recommended that careful consideration should be given to this matter at political level.

The consultants' report envisages a considerable transfer of administrative tasks and operational management from regional headquarters to divisions. Over the next few years there will also be an even more substantial transfer of work from divisions to individual institutions. In the shorter term, the task of establishing effective systems for local management of schools and colleges will itself impose additional workloads both at headquarters and in divisions. It follows, therefore, that there will ultimately be a redistribution of administrative support staff from education offices to individual establishments. Even in the short term some movement of personnel from headquarters to divisions is both necessary and possible. During the period of transition to a system of local management, however, it is essential that divisional offices should have the staff necessary to carry out the enhanced medium-term rôle foreseen for them by the consultants while also developing and putting into place the structures that will be needed in the longer-term.



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There would be a need for clear line management arrangements between divisions and headquarters. The divisional education officers would report to the director through the senior depute (see below). The DEO would not report to deputs. The deputs would give leadership with regard to policy development and the DEOs with regard to policy implementation. Deputs would be supported by groups of seconded divisional staff.

## Director's Proposals

So far as directorate staff deployment is concerned, it is considered more important to establish a divisional structure which bears some relationship to popular notions of community and avoids ill-timed administrative disruption than to create a structure which would allow for identical patterns of education officer remit. The focus should be upon providing each division with a sufficient allocation of directorate staff to meet its particular needs, taking full account of the demands imposed by the concentration of social and economic deprivation in the Glasgow area. The consultants, in recommending the splitting of Glasgow division, accepted the need for a substantial increase in directorate support in that area. With a more modest increase of support it is felt that the continuing pressures on Glasgow and Lanark divisions could be alleviated. It is, therefore, recommended that the complements of the Glasgow and Lanark divisions should be larger than those of the other divisions.

It is essential that divisional education officers should be able to deploy their staffs in a flexible manner. The requirements of the School Boards (Scotland) Act and the implications of a future movement towards local management indicate a growing need for personal contact between members of the directorate and educational establishments. In determining the deployment of their senior staff, therefore, divisional education officers will require to give some prominence to this "pastoral" rôle. This will be particularly necessary in the case of the larger divisions. The divisional education officers for Glasgow and Lanark have, therefore, given consideration to the manner in which the suggested increased complement of directorate staff might be used. Appendices 4 and 5 indicate briefly the type of structures which are envisaged for Glasgow and Lanark divisions. It should be noted that these schemes represent exemplars rather than definite proposals and that DEOs must

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### 4.3 Areas and Institutions

The counterpoint to the development of a strategic management capacity at headquarters would be the establishment of strong areas and institutions.

In order to strengthen the individual institutions, Strathclyde should take the opportunity of the establishment of school boards to shape this development in a way that accords with its own policies.

## Director's Proposals

retain the freedom to redeploy their staffs within agreed establishments as needs change.

The report recommends that divisional education officers should be responsible to the director and senior depute and, in effect, suggests a parity of status between deputs and DEOs. This arrangement is considered entirely appropriate provided that the rôle of headquarters in relation to operational management is reduced to the bare minimum.

There is considerable merit in seconding divisional staff to assist regional deputs. Proposals have been produced for the use of secondment as a mechanism of staff development and these will be implemented in such a way as to provide the required level of support at headquarters. Consideration has been given to the pattern of administrative support that will be required both at headquarters and in divisions. Definite proposals will be produced for discussion with personnel services once decisions have been taken about the future pattern of directorate remits at headquarters.

### 4.3 Areas and Institutions

So far as is consistent with preserving a regional policy framework and maintaining efficiency, the maximum level of devolution of powers to school boards should take place. The pattern suggested in the report is agreed as a general starting point. These will be built in to the pilot project for LFM suggested above.



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Schools and colleges are already being established as cost centres. School boards will also be given the powers laid down by statute. In addition, they should be given the following powers:-

- appointment of staff
- promotion of staff
- allocation of resources
- consultation with the area officer regarding lettings

The principle of participation and local responsiveness also requires the establishment of an appropriate organisational mechanism at area level. This should take three forms:-

- i) the establishment of community forums
- ii) conferring a grant giving capacity on forums
- iii) appointing area education officers.

The community forums could take two forms. One would involve developing the remit of the area curriculum planning groups to include education "from the cradle to the grave" and its membership to involve parents and representatives of the community as partners of the service. A further development, possibly at a later date, could involve a rationalisation of the various existing area structures into one community forum, led by the education service, with an emphasis upon community education development.

The community forums could be small cost centres. Their budget could be such as to give them control of the distribution of bursaries. They would advise on the waiving of fees for courses and would allocate grants (urban aid etc) for local initiatives.

The area officer would have a mainly enabling rôle, largely based on the experience of Drumchapel and Castlemilk.

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It is agreed that the authority as a whole would benefit from the establishment of a clear local structure such as might be provided by a network of 'community forums'. However, this is not primarily an educational matter and the functions of such community forums should not be related purely to education or derived solely from a report concerned with the management of the education service.

So far as purely educational co-operation is concerned, it is not felt that the existing structure of area curriculum planning groups would provide an appropriate basis for future development. Proposals have been developed within the context of a review of post-compulsory education for the encouragement of educational partnerships of a more flexible character. These proposals will be submitted to committee by Autumn 1989.

The need to establish an appropriate framework for the administration of local financial management and the increased emphasis being placed upon the individual institution as a result of the School Boards Act both suggest that, for some purposes, the partnership of a secondary school and its associated primary schools will require to be further developed. Consideration is now being given to providing primary schools with an improved administrative infrastructure through such a mechanism and detailed recommendations will be developed in the light of experience of the LFM pilot project.

It is considered inappropriate to establish area officers throughout the region on the basis of limited experience of two appointments in the Drumchapel and Easterhouse areas. However, such appointments are certainly relevant to the circumstances of special initiative areas and may be needed exceptionally elsewhere. It is suggested that, at least in the

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### 5 DESIGNING THE MANAGEMENT STRUCTURE: ORGANISING FOR STRATEGY AND QUALITY

A variety of forms of organisation could be set up. However, the most appropriate would be one organised around strategic values and management functions. These could include:-

- policy planning
- performance review
- learning quality
- community development
- equal opportunities
- renewal of learning
- continuing education

At present the department has a widely differentiated pattern of organisation. Thus, pre-five, FE and community education are managed in different ways from schools. These distinctions impede strategic management and good communication.

Accordingly, FE and pre-five should be integrated with headquarters and divisional structures. Community education should cease to exist as a separate service and become a "guiding perspective" although its constituent parts - adult education and the youth service - would be formally constituted at divisional level while general services to the community would be the responsibility of divisional and area levels.

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first instance, appointments should be made purely on a pilot basis and where proven need is established.

At this stage such a need can be seen to exist in each of the special initiative areas of Drumchapel and Easterhouse and may well arise in Castlemilk and Ferguslie Park.

### 5 DESIGNING THE MANAGEMENT STRUCTURE: ORGANISING FOR STRATEGY AND QUALITY

It is agreed that the department should primarily be organised around strategic purposes. The emphasis placed in the report on integration of the various branches of the service is considered entirely appropriate. Accordingly, the eventual full integration of the pre-5 service into the divisional structure is agreed and detailed proposals are now being prepared.

The community education service should be integrated more closely into the mainline work of the department. A member/officer group has already been set up to review the community education service and steps will be taken to ensure that those involved in the group are made fully aware of the implications of the consultants' report.

Further education presents somewhat different issues in that there already exists a satisfactory management structure with a strong strategically-planning centre and a limited number of strong institutions. It should be noted that this structure is warmly commended in the consultants' report. The interposing of a divisional tier would not be considered helpful and might lead colleges to believe that they are 'over governed' and to seek to sever their links with the authority. It is, therefore, recommended that the essential features of the existing arrangements should be maintained in the short term.



## Consultants' Recommendations

### Proposals for Headquarters

The management structure at headquarters should emphasise three strategic purposes and processes:-

- 1) Education in the Community
- 2) Learning quality
- 3) Policy planning

Two separate models for the structure of the directorate are put forward. In model A there would be a director, senior depute, and six deputs/assistants.

In model B there would be a director, two senior deputs and seven deputs/assistants. (The diagrams setting out these structures are contained in appendices 2 and 3.)

Model B is the recommended model and the only one developed in detail in the report. The structure of remits is set out below in abbreviated form.

Director	overall responsibility for education in the community responsible for the director's public service unit
Senior Depute (learning quality) -	quality of provision equality of opportunity curriculum assessment guidance

## Director's Proposals

### Proposals for Headquarters

It is agreed that the structure at headquarters should reflect strategic purposes, giving particular emphasis to learning quality and policy planning. However, it is not felt that either of the proposed models would allow for a sufficiently clear distinction between the respective rôles of headquarters and divisions.

In view of the fact that the learning quality dimension is best sub-divided on sectoral lines and the policy planning dimension on functional lines, a good case can be made out for model B, including two senior deputs. It is understood, however, that this is unlikely to prove acceptable. If this is indeed the case, it would not be possible to adopt either model A or model B in its original form. In any event, the mixing of functional and sectoral responsibilities would be likely to perpetuate some of the existing confusion which the report rightly criticises.

For these reasons it is felt necessary to propose an alternative model for headquarters remits which, while still adhering to the broad principles set out in the report, would serve to emphasise more clearly the distinctions between strategic and operational management and simplify still further lines of responsibility and communication within the department.

Apart from discharging the ultimate responsibility of the director for the service as a whole, it is considered that the only operational function which should be directly undertaken at headquarters is that of "quality assurance". It is, therefore, recommended that a Quality Assurance Unit should be established being directly accountable to a depute director. The unit would be responsible for monitoring performance and would embrace the suggested inspectorial team.

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Depute (learning renewal)	service development school education youth service improving quality of provision staff development
Depute (continuing education) -	service development FE (also possibly post-16 in schools) adult education careers improving quality of provision staff development
Depute (equal opportunities) -	Pre-5 special education equal opportunities
Senior Depute (Policy planning) -	policy planning cycle development plan staff development (overall responsibility)
Depute (Finance)	budget resource distribution to cost centres
Assistant (Research and Policy analysis)	information service research developing policy options

## Director's Proposals

In order both to emphasise the concentration of headquarters upon strategic planning and to encourage the development of a team approach, it is suggested that the number of headquarters directorate staff should be reduced to the absolute minimum. Once the structure has been brought fully into operation, four headquarters depute would be responsible respectively for quality assurance, planning and resources, educational development and personnel. In the case of the latter three depute, responsibilities would be confined to the strategic dimensions of their areas of concern. Thus, for example, the depute (personnel) would be concerned with industrial relations at regional and national levels and with such matters as regional staffing standards. He/she would have no involvement in staff appointments at any level. Furthermore, the delegation of responsibility not only to divisional but to institutional level would imply acceptance of a lesser degree of consistency of approach than at present. Much of the depute's current responsibility for ensuring such consistency would, therefore, disappear.

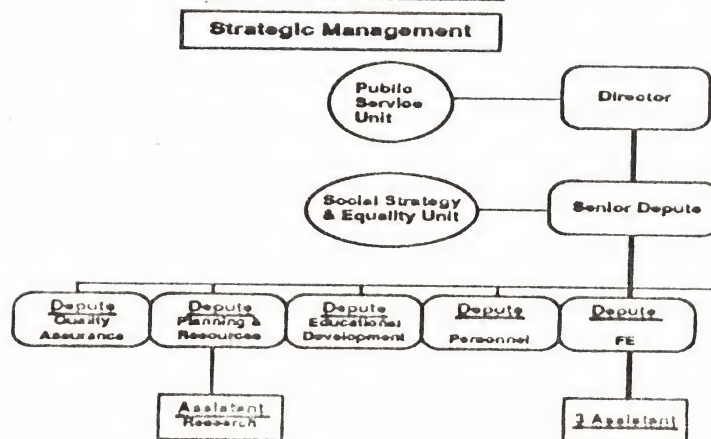
In the same way the depute (planning and resources) would be involved with the determination of the budget formulae underpinning the distribution of resources to individual institutions. The depute (educational development) would be mainly concerned with curricular strategies from pre-5 to post-16. Each of these senior members of the directorate would have responsibilities covering all sectors of the service. In addition there would be a separate post of depute director (further and continuing education) who would be concerned both with strategic and operational management in that sector. He/she would be supported by three assistant directors and would be responsible for developing the strategic plan for further education which will be required by forthcoming legislation. The team could be seen as operating also in



## Consultants' Recommendations

Depute (Staffing)	strategic personnel planning (all staff) industrial relations training strategy
Assistant (performance)	evaluating departmental performance inspection

## Headquarters



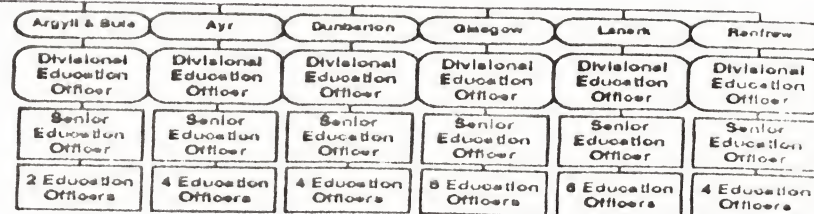
## Director's Proposals

a manner analogous to the territorial divisions responsible for operational management in the other sectors.

Limitation of the responsibilities of the headquarters directorate to strategic management would mean that they would not require to be supported by assistant directors, except in the case of the planning and resources area where an assistant director responsible for research services would be required. As indicated above, however, deputs would have support from seconded divisional staff and through the normal pattern of meetings of directorate teams. It should be borne in mind that such changes are not best undertaken in a sudden or dramatic fashion. It is, therefore, suggested that the existing pattern of responsibilities should be assimilated to the new pattern gradually over a period of 2 to 3 years. The following diagram, therefore, sets out the position as it would be at the end of the process of change.

## Divisions

### Operational Management



## Consultants' Recommendations

### Proposal for Divisions

Divisions, being of comparable size, should have the same number of education officers and a uniform pattern of remits. The pattern of remits should be as follows:

DEO

interpreting regional policy

delivery of service

quality of provision in the division

divisional development plan

co-ordination of area officers

## Director's Proposals

It is agreed that the director of education should have a small unit working directly with him. However, it is felt that the emphasis should be placed upon offering the support necessary for the director to secure the necessary control and influence over the workings of the education system. The unit should be particularly concerned with assisting the director to offer direct help to members of the public and elected members. It should also, as recommended by INLOGOV, seek to promote a positive public perception of the service. It is envisaged that this unit would consciously promote opportunities for senior officers of the education service to meet and talk to the public, parents and employers on matters educational. Its membership should consist of a personal assistant at an appropriately senior level, an officer concerned with public relations and clerical support.

It is considered that the area of equal opportunities is one which should form a strong part of all regional remits. It is therefore proposed that the senior depute director of education be given specific responsibility in the overall context of the council's social strategy for ensuring the implementation of equal opportunities. To this end a small team of professional staff should work with the senior depute on social strategy and equality issues.

### Proposal for Divisions

The proposed remit of the divisional education officer (DEO) is largely appropriate although the task of co-ordinating area officers would obviously be a restricted one if these were appointed only on an ad hoc basis. The basic structure of remits for education officers (EO) could form a starting point for the distribution of remits within divisions but account would, of course, have to be taken of the need to deploy



## Consultants' Recommendations

### EO (resource services)-

- budget
- accommodation
- supplies

### EO (client support services)

- placing requests and appeals
- welfare
- transport
- psychological service
- careers service

### EO (personnel services)

- appointments and resignations
- salaries
- conditions of service
- grievance and discipline
- health and safety
- training and induction
- appraisal

### EO (support to institutions)

- school boards
- advisory service,
- curriculum development,
- INSET
- management
- education resource service

## 6. PERSONNEL MANAGEMENT

The report considers 2 options for the future rôle of the Personnel department. It dismisses the possibility of giving that department control of teaching and manual staff on the basis that it would lead to over-centralisation and inefficiency. The alternative option - that the education department should assume control over all of its staff - is, therefore, recommended. This would allow the department to develop a strategic approach to the

## Director's Proposals

effectively the differing complements of EOs. In particular, it is felt essential that time should be provided for EOs to maintain contact with individual institutions, particularly in the larger divisions. Accordingly, the remit of each officer should include maintaining contact with a geographical area within the division or a specified group of establishments. In view of the different size of divisions and the varying incidence of work related to the deprivation strategy it is not recommended that remits should be constituted on identical patterns but rather that, subject to the control of the director, divisional education officers should have the opportunity to determine remits flexibly in the light of local circumstances.

The recommended level of directorate staff for each division is designed to ensure parity of workload.

## 6. PERSONNEL MANAGEMENT

The general proposition that the management of all its personnel should rest with the education department is accepted. Detailed consideration of this proposition will involve the department of personnel services. This will have considerable resource implications in terms of the transfer of staff from the personnel department to the education department. It

## Consultants' Recommendations

management of its staff resources and would require it to take careful account of the implications of its decisions for all categories of staff. It would, nevertheless, be necessary to ensure that comparable conditions and approaches were maintained across the region so the Personnel Department would remain responsible for policy development and the Education Department would require to report to the Personnel Services Committee, where necessary, on non-teaching staffing matters.

A change in the balance of responsibilities between headquarters and divisions is suggested with greater delegation of control of personnel matters to the divisional tier. Headquarters would remain responsible for co-ordinating policy and transmitting information, developing overall methods of allocating staff and maintaining statistics. Divisions would have their own staffing budgets and a considerable degree of discretion concerning their use.

It is also recommended that, both at headquarters and divisional level, integrated personnel sections should be established. The divisional units would have considerable responsibilities for industrial relations, health and safety and training programmes.

### 7. COMPULSORY COMPETITIVE TENDERING

The 1988 Local Government Act requires local authorities to compete for a range of services through compulsory competitive tendering. These services will include cleaning of schools, catering, ground, maintenance, vehicle maintenance, and leisure services.

Competitive tendering will require:-

- 1) adjustments to the organisational authority to ensure separation between client and contractor rôles,
- 2) development of data banks for tendering,
- 3) development of systems for managing contracts,
- 4) appropriate reporting to members.

A number of important decisions have already been taken. Relevant to education are the fact that separate DLOs have been established for cleaning and catering. Education has been established as the client for all catering services.

The report considers in detail the work that requires to be undertaken before the new legal obligations can be met. It concludes that there is a need for greater urgency.

## Director's Proposals

may also have accommodation implications in that some divisional education offices may not have the necessary space available. This matter will be discussed both with the personnel department and with divisions in the very near future.

### 7. COMPULSORY COMPETITIVE TENDERING

The report's recommendations have been largely overtaken by subsequent developments. It is suggested, therefore, that this part of the report should merely be noted.



## Consultants' Recommendations

In addition, it makes the following recommendations for the longer term:-

- 1) There is a case for integrating the separate cleaning and catering DLOs.
- 2) The catering client function should be separated from education.
- 3) The client function might be established as a separate unit or alternatively be associated with the Supplies Department.

### 8. FUTURE COMMITTEE STRUCTURE

The future management of the education service must take into account the manner in which elected members organise themselves. Consideration needs to be given to:-

future committee structure  
committee process  
members' support services  
political organisation and culture

#### Committee Structure

Consideration should be given to enhancing the profile of community development policies by creating a regional committee, possibly replacing the Policy and Resources sub-committee on Strategy. The existing divisional community development committees would continue as sub-committees of this new committee.

The sub-committees of the education committee should be reorganised so as to reflect the need for strategic policy development. The following sub-committees would be required:-

- 1) strategy - to be responsible for clarifying priorities and to have oversight of the implementation of the social strategy in education.
- 2) performance - to review the quality of the educational service.
- 3) equal opportunities
- 4) continuing education
- 5) learning renewal

## Director's Proposals

### 8. FUTURE COMMITTEE STRUCTURE

Decisions regarding the committee structure are primarily for members themselves to determine. The department would, of course, seek to ensure that any agreed structure was supported as effectively as possible. It is suggested, however, that the proposed structure of sub-committees (which would, in fact, number 7) is unduly complex. There may be a case for having 'strategy' and 'performance' sub-committees. This, however, is a matter for political determination.

## Consultants' Recommendations

In addition there should be Finance and General Purposes sub-committee to deal with routine business. Other business might be delegated to officials. The chairman's sub-committee should be renamed the Urgency sub-committee to clarify its rôle. At divisional level education liaison committees should be re-established.

### The Committee Process

There is a need to clarify rôles and responsibilities regarding the composition of the agenda and the pre-meeting process.

There is a need also for a system of monitoring the progress of business referred by the committee. A brief progress report should be a standing item on each agenda.

Consideration should be given to having discussion at the full Education Committee only of key items dealt with by sub-committees.

Committee reports should be written in plain English and the front page should give a brief summary, the name and telephone number of the official responsible and the electoral areas affected by any proposals.

### Members' Support Services

Consideration should be given to:-

- 1) establishing a members' secretariat.
- 2) using this secretariat as a point for referring members' enquiries to service departments.
- 3) giving further training to members.

## Director's Proposals

The recommendations concerning the format of papers are accepted and will be implemented administratively.

Frank Pignatelli  
Director of Education  
March 1989



## Implementation Plan : Summary of Action Required

Director of Education

Recommendation	Task	Action Required	Approval Required	Timescale
To adopt a "Statement of Mission" (para 2.1)	Draft statement appended to implementation paper (Appendix 1)	Submit draft statement to education committee	Committee	Summer 1989
To publicise the aims and objectives of the education service (para 2.2)	(a) Communicate aims and objectives to parents, employers and the general public	Publicity campaign following approval of statement of mission	Director	After approval of statement
	(b) Communicate aims to departmental employees	Alter emphasis of staff development programme	Director	Ongoing
	(c) Increase direct contact with the public	Higher departmental profile at public meetings etc	Director	Ongoing
	(d) Participate positively in school boards	Training for head teachers, school board members etc	Director	Ongoing
To improve communications (para 3.1)	(a) Improve contact with the public, person to person, by telephone and by letter	Implement appropriate staff development programme	Director	Autumn 1989
	(b) Extend participative management within the whole education service	Appoint officer group to make recommendations	Director	Report by Summer 1990
	(c) Involve the public for example in school boards	Provide training for school board members	Director	Ongoing
	(d) Initiate consultation on major issues through seminars for senior staff and trade union representatives	Discussion with relevant staff	Director	Ongoing

# Implementation Plan: Summary of Action Required

Director of Education

Recommendation	Task	Action Required	Approval Required	Timescale
To establish a management information and research section (para 3.2)	(a) Combine the existing research and intelligence and educational computing support units	Proposals being developed by officers	Director	Summer 1989
	(b) Develop a research facility	Proposals being developed by officers	Director	Summer 1989
To develop performance indicators (para 3.2)	Analyse means of identifying and promoting efficiency and effectiveness	Officer group established to consider and report	Director	In progress
			Committee to approve performance indicators	Summer 1990
To develop a tier of strong institutions (para 3.3)	(a) Extend the powers of schools boards	Director to develop proposals	Committee	Autumn 1989
	(b) Introduce a system of local financial management	Pilot scheme being developed for implementation	Committee	Summer 1989
To prepare a development plan (para 3.4)	Seek development plans from each sector of education	Officer group to consider way forward	Director	Summer 1989
To develop a culture which values all staff (para 3.5)	(a) Extend equal opportunities	Equal opportunities team to be established shortly	Director	Immediate
		Equal opportunities guidelines to be issued.	Director	Immediate
	(b) Improve management	Implement directorate staff development programme.	Director	Summer 1990
		Alter nature of directorate meetings	Director	Action already taken



# **Implementation Plan: Summary of Action Required**

Director of Education

Recommendation	Task	Action Required	Approval Required	Timescale
	(c) Team build	Set up inter-disciplinary groups for policy development wherever possible	Director	Immediate
	(d) Offer staff development opportunities to all	Identify individual staff development needs and strive to meet them systematically	Director	Ongoing
	(e) Communicate to all staff, internally	Develop internal staff newsletters, communication opportunities. Group to consider.	Director	Summer 1989
To secure better monitoring of quality (para 3.7)	(a) Establish quality assurance unit	Proposals contained in implementation paper	Committee	Summer 1989
	(b) Set up inspectorate	Detailed proposals to follow approval of quality assurance unit	Committee	Summer 1989
	(c) Introduce self-evaluation	Proposals already approved	Committee	Already approved
	(d) Introduce appraisal, initially at directorate level	Officer group to consider and report	Committee	Summer 1990
To establish a cycle of strategic management (para 3.8)	Consolidate existing procedures	Administrative action	Director	Ongoing
To establish clear mechanisms for strategic management (para 4.1)	Distinguish between strategic and operational management	Member/officer group to agree definition and discuss implications	Committee	Summer 1989
To establish strategic function of headquarters (para 4.1)	Revise headquarters directorate structure	Committee to consider proposals in the implementation paper. Subsequently, all HQ posts except director to be filled by open advertisement with redeployment as necessary	Committee	Summer 1989
			Committee	Senior depute post by Summer 1989, other posts by August 1989

# Implementation Plan - Summary of Action Required

Director of Education

Recommendation	Task	Action Required	Approval Required	Timescale
	Define headquarters directorate remits	Proposals in implementation paper - detail to be provided following approval	Director	Summer 1989
	Establish director's public service unit	Draft proposals in the implementation paper. Greater detail to be provided following approval in principle	Director in consultation with personnel department	Autumn 1989
<b>To establish effective operational management at divisional level (para 4.2)</b>	(a) Define divisional boundaries	Internal reorganisation of Glasgow and Lanark divisions proposed Position of Argyll and Bute considered	Committee	Autumn 1989
	(b) Define divisional directorate remits	DEO through the director to retain flexibility in designation of remits	Director	Autumn 1989
	(c) Provide appropriate administrative support at divisional level	Detailed proposals to be developed following approval of directorate structure	Director in consultation with personnel department	Autumn 1989
<b>To develop an area structure (para 4.3)</b>	(a) Strengthen primary/secondary links	To be developed in connection with scheme of local management	Committee	Summer 1990
	(b) Creation of area officer posts on a pilot basis using existing mechanisms	Proposals in the implementation paper	Committee	Autumn 1989
<b>To integrate the pre-five service into the divisional structure (para 5)</b>	(a) Move support staff from HQ to divisions	Outline proposals in the implementation plan. On acceptance, more detailed proposals to be developed	Council approval in principle.	Summer 1989
	(b) Restructure directorate remits		Implementation by Director	Summer 1990



## Implementation Plan : Summary of Action Required

Director of Education

Recommendation	Task	Action Required	Approval Required	Timescale
Community education to be a guiding principle rather than a separate service (para 5)	(a) Create education in the community as a major value	Ideas reflected in the draft statement of mission	Committee	Summer 1989
	(b) Most community education functions to be operated divisionally	Member/officer group already established to consider future structure of community education	Committee	In progress
To retain existing strategic management structure for further education (para 5)		No action required		
To extend education department responsibilities to APT and C staff (para 6)	Establish a unified personnel remit within the education department	Detailed proposals to be generated through discussion with the personnel department following approval in principle.	Council approval in principle	Summer 1989
		Director to develop detailed proposals	Council	Summer 1990

Frank Pignatelli  
March 1989